

FOREST SERVICE

SUPPLEMENTAL ESTIMATES OF APPROPRIATION FOR  
THE DEPARTMENT OF AGRICULTURE

COMMUNICATION

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

FIVE SUPPLEMENTAL ESTIMATES OF APPROPRIATION FOR THE  
FISCAL YEAR 1939, FOR THE DEPARTMENT OF AGRICULTURE,  
TOTALING \$11,680,000

JANUARY 5, 1939.—Referred to the Committee on Appropriations and ordered  
to be printed

THE WHITE HOUSE,  
Washington, January 5, 1939.

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: I have the honor to transmit herewith for the consideration  
of Congress five supplemental estimates of appropriation for the fiscal  
year 1939, for the Department of Agriculture, totaling \$11,680,000.

The details of these supplemental estimates of appropriation, the  
necessity therefor, and the reasons for their transmission at this time  
are set forth in the letter of the Acting Director of the Bureau of the  
Budget, transmitted herewith, with whose comments and observations  
I concur.

Respectfully,

FRANKLIN D. ROOSEVELT.

BUREAU OF THE BUDGET,

Washington, January 3, 1939.

The PRESIDENT,  
The White House.

SIR: I have the honor to submit for your consideration five supple-  
mental estimates of appropriation for the fiscal year ending June 30,

1939, for the Department of Agriculture, totaling \$11,680,000, as follows:

#### FOREST SERVICE

Fighting forest fires: For an additional amount for fighting and preventing forest fires, including the same purposes and objects specified under this head in the Agricultural Appropriation Act for the fiscal year 1939 (5 U. S. C., 511, 512; 16 U. S. C. 551, 553; 31 U. S. C. 534; 52 Stat. 727)-----

\$2, 480, 000

Because of the impossibility of determining definitely in advance the amount of funds required during a fiscal year for fighting and preventing fires in the national forests, the annual appropriation act for the Department of Agriculture for a number of years past has provided only the nominal sum of \$100,000 for this purpose, and the practice has been to supplement this sum to the extent actually required by the use of funds appropriated for general expense purposes of the Forest Service. After the close of the forest-fire season each year, estimates have been submitted and Congress has appropriated the funds needed to reimburse these general expense appropriations. The purpose of this supplemental estimate of appropriation is to provide similar reimbursement for expenditures actually incurred by the Forest Service since July 1, 1938, and to provide for estimated expenditures during the remainder of the fiscal year 1939. The estimate may be summarized as follows:

Expenditures, July 1 to Dec. 31, 1938, for fire suppression and fire prevention in the national forests-----	\$2, 307, 498
Expenditures, July 1 to Dec. 31, 1938, for fire suppression and prevention on unappropriated public forest lands-----	82, 502
Estimated expenditures, Jan. 1 to June 30, 1939, in the national forests-----	158, 000
Estimated expenditures, Jan. 1 to June 30, 1939, on unappropriated public forest lands-----	32, 000
Total-----	2, 580, 000
Less amount appropriated, fiscal year 1939-----	100, 000
Basis for estimate-----	2, 480, 000

National forest protection and management: For an additional amount for national forest protection and management, including the same purposes and objects specified under this head in the Agricultural Appropriation Act for the fiscal year 1939, to remain available until June 30, 1940, and to be expended only for the protection and management of the White Mountain National Forest, New Hampshire and Maine, including the salvaging of wind-damaged timber and restoration of experimental areas therein (16 U. S. C. 471-582; 52 Stat. 726, 727)-----

700, 000

New England hurricane damage: For rehabilitation and reestablishment of forest protection improvements, reduction of forest-fire hazards, and prevention of forest fires, on State, county, municipal, and private forest lands in the States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut, that were damaged by the hurricane of September 1938, including the employment of persons and means in the District of Columbia and elsewhere, printing and binding, and the purchase, exchange, operation, and maintenance of passenger-carrying vehicles: *Provided*, That section 3709, Revised Statutes (41 U. S. C. 5), shall not apply in the case of any expenditure hereunder where the aggregate amount involved does not exceed \$300; fiscal year 1939, to remain available until June 30, 1940-----

5, 000, 000

The two items immediately foregoing are occasioned by the hurricane which, in late September 1938, swept through New England's forest areas in a broad belt from Long Island Sound to northern New Hampshire and western Maine. This disaster created two huge tasks in the field of forestry, both of immediate urgency: First, the salvage of as much as possible of the 2½ to 4 billion feet of merchantable timber uprooted by the storm; and, second, the reduction of fire hazards which threaten new disasters to life and property.

For the salvage of privately owned timber, arrangements have been made through the Reconstruction Finance Corporation for operations, based on 3 percent collateral loans up to a total of \$15,000,000.

There remain, therefore, the tasks of salvaging timber on national forest lands, and of fire-hazard reduction and fire prevention throughout the entire affected area.

In the White Mountain National Forest the damage is both widespread and severe. On some 200,000 acres the windfall represents 20 to 100 percent of the forest stands, with destruction 60 to 100 percent complete over approximately half this area. Roads and trails were blocked and communication systems destroyed. The threatened loss of timber values is very great, and the newly created hazard from fire is staggering, particularly so in view of the intensive public use of this forest from early spring until late autumn.

In spite of all that can possibly be done the threat of disastrous fires will hang over this forest for several years. The amount requested, in addition to the facilities regularly available, will, however, enable the Forest Service to cope with the most serious situations and provide a reasonable measure of insurance against major disasters.

*State and private lands.*—Sections 1, 2, and 3 of the act of June 7, 1924, authorize annual appropriations up to \$2,500,000 for Federal aid to the States in forest fire control, and the six New England States share in the appropriation under this authorization to the extent of \$105,000 per annum. The funds are expended by the State forest protection organizations under general supervision of the Federal Forest Service.

Forty-one camps of the Civilian Conservation Corps are located in these States, outside the national forests. They are now and will continue until June 30, 1940, to be engaged very largely in the work of repairing the damage resulting from this hurricane. This would represent a Federal contribution, over a 21 months' period, of some \$6,000,000. In addition, during the past few months 10,000 to 15,000 workers have been provided through the Works Progress Administration. While distance of the work from labor centers and shrinkage in relief rolls are expected to reduce this force, much of the necessary work is ideally suited to work-relief labor, and such labor will undoubtedly continue to constitute an important Federal contribution.

With the appropriation now proposed the Federal Forest Service would set up its own organization, procure all necessary facilities, employ labor and directly handle the work in the most dangerous portions of the 8,000,000-acre area affected by the storm, and at the same time correlate the work of the State forces, Civilian Conservation Corps, Works Progress Administration, and all other cooperating agencies. The extent to which the States themselves will contribute financially to this work is not known, and the language of the item as herein submitted does not prescribe any such contribution.

It would seem that conditions existing in the State and private woodlands of New England as a result of the hurricane are closely analogous to those which immediately follow a major flood, earthquake, or other disaster, creating a national emergency with which individuals, local communities, or even the States are unable alone to cope successfully. It is intended by the proposed direct Federal action merely to reduce the worst of the emergency hazards created by the storm to a point affording reasonable insurance against disaster following disaster, to reopen blocked roads, clear roadside strips, restore fire-detection and communication facilities, and supply temporary essentials of fire prevention such as patrols and posting. There is no intention, through this appropriation, to bring about a refinement or betterment of the standards of forest protection which existed prior to the hurricane, or to establish any permanent Federal agency for control of forest fires in these States. Promptly upon completion of the emergency work for which the funds are requested, the Federal forces would be withdrawn and the responsibility be again fully reposed in the local agencies. It is upon this basis that the appropriation is recommended.

One of the most effective measures of fire hazard reduction is the burning of debris under safe conditions. The winter snows provide this safety factor. Intensive fire-preventive measures must also be well organized and under way before the coming summer, and the necessary funds should, therefore, be immediately available.

#### BUREAU OF ENTOMOLOGY AND PLANT QUARANTINE

Dutch elm disease eradication: For an additional amount for Dutch elm disease eradication, including the same objects and conditions specified under this heading in the Agricultural Appropriation Act for the fiscal year 1939 (5 U. S. C. 511, 512; 7 U. S. C. 151-167; 52 Stat. 732) - \$200,000

For the above purpose there was appropriated \$378,489 for the fiscal year 1939 and an equal amount has been submitted in the Budget for the fiscal year 1940. Since the Budget estimate for the latter year was submitted by the Department of Agriculture to the Bureau of the Budget it has been developed that the funds provided for the fiscal years 1939 and 1940 will be inadequate for the work of eradicating the Dutch elm disease. Since the inception of this work funds have been provided therefor by the Federal Government from (a) regular annual appropriations for research, supervision, and scouting to identify diseased trees, and (b) allotments from emergency relief appropriations for the actual removal of diseased trees. It has been found impracticable to supplement, by the use of funds made available from emergency relief appropriations, the funds necessary for the proper research, supervision, and scouting work, with the result that the campaign for the eradication of the Dutch elm disease has been materially slowed up. It, therefore, appears desirable to increase the funds for the work of research, supervision, and scouting, and to accomplish this for the remainder of the fiscal year 1939, there is submitted this supplemental estimate of \$200,000. The matter of providing additional funds for this purpose for the fiscal year 1940 will be considered at a later date.

The amount herein recommended is based upon the belief that the States, counties, and municipalities within and immediately adjacent to the areas of Dutch elm disease infestation should contribute more



liberally to the campaign of eradication than heretofore. The records show that local interests have contributed to date less than \$1,000,000, whereas the Federal Government has provided in excess of \$14,000,000. The ratio of local to Federal contributions appears to be entirely disproportionate to the ratio of local as against national interests involved.

Control of incipient and emergency outbreaks of insect pests and plant diseases: For carrying out the purposes and provisions of, and for expenditures authorized under, Public Resolution Numbered 91, Seventy-fifth Congress, entitled "Joint resolution to amend the joint resolution entitled 'Joint resolution making funds available for the control of incipient or emergency outbreaks of insect pests or plant diseases, including grasshoppers, Mormon crickets, and chinch bugs,' approved April 6, 1937," approved May 9, 1938 (52 Stat. 344, 1126), fiscal year 1939, to remain available until December 31, 1939-----

\$3, 300, 000

Joint Resolution No. 91, Seventy-fifth Congress, approved May 9, 1938, authorizes the appropriation annually of such sums as may be necessary for use by the Secretary of Agriculture, in cooperation with authorities of the States concerned, organizations, or individuals, for the control of incipient or emergency outbreaks of insect pests or plant diseases, including grasshoppers, Mormon crickets, and chinch bugs.

Information now available, as a result of surveys, indicates emergency outbreaks, during the 1939 crop year, of Mormon crickets in 11 States and of grasshoppers in 22 States, and in addition there either exist or are indicated incipient outbreaks of the white-fringed beetle, chinch bugs, armyworms, and cutworms. It is estimated that the sum of \$4,000,000 will be required for expenditure by the Department of Agriculture during the calendar year 1939 for the control of these pest outbreaks. Of this amount \$700,000 of unobligated balances of prior appropriations is available, leaving \$3,300,000 to be appropriated, the amount of the estimate herein recommended.

Because of the necessity of starting the annual campaign for pest control early in the spring, the policy has been adopted of submitting estimates for this purpose for consideration by Congress in connection with the first deficiency bill of each session rather than in the annual Budget.

The foregoing supplemental estimates of appropriation are made necessary by reason of contingencies which have arisen since the transmission of the Budgets for the fiscal years 1939 and 1940. I recommend that they be transmitted to Congress.

Very respectfully,

D. W. BELL,  
*Acting Director of the Bureau of the Budget.*



